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United States Department of State

Washington, D.C. 20520

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RELEASED IN FULL

BRIEFING MEMORANDUM  
S/S

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DECL: 8/21/05

TO: G - Mr. Wirth  
FROM: AF - George E. Moose  
SUBJECT: Ad Hoc Meeting at NSC regarding Rwanda and  
Burundi, White House, August 22, 1100

**I. PURPOSE**

- o Represent the State Department at an ad hoc meeting on several matters related to Rwanda and Burundi, called by the NSC.
- o Convey the State Department's positions on several issues concerning Rwanda and Burundi.
- o Suggest that the inter-agency SVTS meetings be cut down to once a week, and that a twice-monthly policy meeting chaired by you, at the Assistant Secretary level, be substituted after your return from Beijing.

**II. KEY POINTS**

**State of Play**

- o The security situation in Burundi remains troubling. Armed Hutu extremist raids continue, often followed by military reprisals which result in displaced persons. There have been significant military operations in recent weeks in Cibitoke province, along the border with Zaire and Rwanda. There is evidence that elements of the former Rwandan army (ex-FAR) are in northern Burundi. The Hutu moderate President's hold on power is precarious. Some observers think that Burundi will fall apart, others that it continue with present levels of violence for the foreseeable future. The United States, in concert with Western European countries, has been engaging in preventive diplomacy measures of the type of described by you to the NGOs at the July 25 White House meeting.

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- 2 -

- o The security situation in Rwanda is much better. The government is stabilizing and appears capable of handling any threats to public order. However, Rwanda faces at least three significant diplomatic/political problems. There are still 50,000+ prisoners in Rwandan jails, with a square meter of space each. The International Tribunal has been slow in getting off the ground, and the Rwandan judiciary even slower. Lastly, the government, concerned about cross-border raids launched by Hutu extremists based in Zaire, has threatened military reprisals. The Zairois have countered with a threat to expel the refugees from their soil; they made good on that threat over the weekend by expelling 2000.
- o Persons in NGOs, the UN, Congress, the NSC and other institutions dealing with Rwanda and Burundi express frustration with the continuing instability in Burundi, and the lack of progress on prisons, the Tribunal and movement of the refugee camps away from the Rwandan border. On August 5, the NSC circulated a paper which contained some "out of the box" thinking on possible solutions in the sub-region. An ad hoc meeting was held on August 9 to discuss the paper and responses to it. At that meeting, it was agreed that "out of the box" thinking would be left aside, and several taskers were assigned on various matters related to Rwanda and Burundi. The August 22 meeting is to review the papers generated in response to those taskers, and to discuss several policy matters related to the sub-region.

### III. TALKING POINTS

- o Inform the ad hoc group that State decided to go along with proposal to send tents in kind, rather than money for tents, to help alleviate overcrowding in Rwandan prisons. We were advised that it would not have been possible to complete the financing-only option before the end of the fiscal year. DOD had the tents and it appeared that, given time constraints, it was tents in kind or nothing.

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- 3 -

- o Note DRL's revised paper on prison strategy. State's position is that we should inform Rwandan government that demonstrable progress must be made on prisons within the next month, or we shall have to review our assistance.
- o Note DRL's paper for next steps on the Tribunal. All the information requested has been provided to DOJ. It may be necessary for NSC to intervene with DOJ and Treasury to spur their seconding personnel to the Tribunal.
- o Note Special Coordinator Bogosian's papers on a regional conference. The U.S. and other Western countries are pushing the idea of a conference.
- o State that State AF/RA and PM are working on the paperwork to give \$50,000 in fallout FY95 IMET funds to Rwanda.
- o Report that while UNHCR is now making all the right noises on relocating refugee camps away from the Zaire/Rwanda border, recent Zairian actions make the movement of the refugees urgent, if Zaire will still cooperate.
- o Note State AF/C's paper on engaging Mobutu on Rwanda/Burundi issues while keeping the goals of our Zaire policy in mind. This is a tricky area - Zairian cooperation is key, but we need to try to obtain it through Kengo to the extent possible.
- o State and Justice agree on principle to look into assistance to Burundian law enforcement. Funding is a consideration, but we hope to send a small survey team to Bujumbura soon.

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- o Note State AF/C's paper on Burundi arms embargo and assets freeze, and deliver State's positions. State does not favor an arms embargo at this time, coming as it does on the heels of the lifting of the Rwanda arms embargo. State and NSC had previously indicated support for a freeze of assets of named Burundian extremists in a cable on preventive diplomacy measures. However EB and E agree reluctantly about resort to the UNSC, and only do so because it is multilateral, not bilateral.
- o State that you favor upping the priority given to Rwanda and Burundi by the intelligence community.
- o Suggest that you chair a meeting at the Assistant Secretary level every two weeks, starting just after your return from Beijing. With this, the inter-agency SVTS group could go to once a week, including participants from the working level.

**Attachments:**

- Tab 1 - Agenda
- Tab 2 - Aug 9 NSC tasker
- Tab 3 - State's general reply to Aug. 9 NSC taskers
- Tab 4 - DRL paper on prison strategy
- Tab 5 - DRL paper on Tribunal
- Tab 6 - Bogosian paper on peace conference/contact groups
- Tab 7 - AF/C paper on Mobutu
- Tab 8 - AF/C options paper on Burundi arms embargo/assets freeze

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SECC 6471

Cleared:

AF:WTwadell(info)  
AF/C:ARender(subs)  
G:AJoyce(subs)  
AF/RCS:RBogosian(subs)  
P:SSymington(subs)  
PRM:WRada(subs)  
PM/ISP:ALangland(subs)  
IO:BBowie-Whitman(subs)  
IO/PHO:GSTettenbauer(info)  
DRL:JRosenblatt(subs)  
L:TBorek (subs)  
EB/ESP:JAHolmes(info)

17 Pw

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